

North Pacific Fishery Management Council

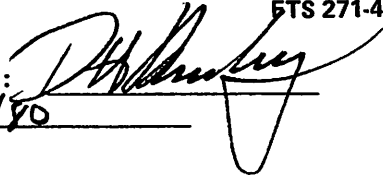
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Date: 4/16/80

DRAFT MINUTES
SCIENTIFIC & STATISTICAL COMMITTEE MEETING
March 24-25, 1980
Anchorage, Alaska

The SSC meeting called to order at 1:30 p.m. on Monday, March 24th by Chairman Steve Pennoyer. The following members were present at the SSC meeting.

Steve Pennoyer, Chairman
Don Rosenberg, Vice Chairman
John Burns
Larry Hreha
Jerry McCrary (for Jack Lechner)
Alan Millikan
Richard Marasco
H. A. Larkins
R. L. Burgner

AKUTAN-AKUN ISLAND JOINT VENTURE FISHING RESTRICTIONS (F-3)

The SSC reviewed the March 4, 1980 letter from Mr. Leitzell to the Council and the report by Dr. Low regarding the groundfish resources around Akutan and Akun Islands. We find that there is no biological justification to suggest this proposed restriction.

Halibut Limited Entry Proposal (F-4)

The SSC has appointed a subgroup of Rich Marasco and Ed Miles to work with the Council staff to review the responses to the Limited Entry RFP. This Subgroup has the authority to make a final recommendation for the SSC.

GULF OF ALASKA GROUND FISH FMP (G-1)

The SSC reviewed the seven proposed amendments to the Gulf of Alaska Groundfish Plan. We have instructed our subgroup to review the technical merit of these proposed amendments during the next month with the PDT. We do recommend that the Council proceed with the public hearing procedure on these proposed amendments.

We also received the other recommendations which the PDT has made. With regard to their recommendation that a study be conducted as to the effectiveness and necessity of the present closures to foreign trawling around Kodiak Island we have recommended that both the king and Tanner Crab PDT evaluate the current closures and provide the Council recommendations on any change in the present closed areas.

With regard to ALFA's request to prohibit all foreign longlining east of 150°W, the SSC is planning to review the AP recommendation.

The SSC concurs that an observer coverage study needs to be undertaken especially in light to the proposed prohibited species amendment. We understand that the NMFS is working on this study and we encourage them to continue.

BERING SEA/ALEUTIAN ISLANDS GROUND FISH FMP (G-2)

The SSC received an excellent report by Dr. Low on the proposed amendments to the FMP. We requested that the section on adjustment be clarified by the Plan Drafting Team. With that clarification we recommend that the Council proceed with the public review process. The SSC Bering Sea Groundfish Subgroup will review in detail the proposed amendments and will provide the SSC detailed recommendation at our next meeting. The SSC will be prepared to make recommendations to the PDT on the proposed amendments at the next meeting.

TANNER CRAB FMP (G-3)

The SSC reviewed the March 17, 1980 report of the Tanner Crab Management Plan Drafting Team regarding the closing of the C. opilio season and the pot storage issue.

We concur with the Team's conclusion that there is no biological reason that the season should be closed early. We did note that the domestic harvest is not producing at the expected pace and thus closing the season early might mean that the total OY would not be harvested.

The SSC had extensive discussion regarding the "equitable start" and the proposed regulations to remove pots from the grounds before the start of the king crab fishery. We were not presented any data which indicated that having the pots on the ground created extensive mortality. However, we were presented data on the cost of various options of pot storage. We believe these estimates are based on reasonable assumptions.

We were unable to quantify the dollar value incurred with the dead loss associated with the equitable start to the fishery and therefore are unable to provide the Council with a method of comparing the dead loss costs with the cost associated with pot storage options.

TROLL SALMON FMP (G-4)

Item 1 - Review and recommendations on the NMFS proposals for the conservation of Chinook

The March 17 letter, Leitzell to Tillion, implies that 1980 amendments of the high seas fishery management plan are insufficient to control the take of chinook salmon in the Alaska FCZ. The SSC has reviewed this letter, but finds that it is in no position to recommend a specific 1980 reduction in catch or effort on chinook salmon in the FCZ. These decisions involve the very significant and unresolved matters of interceptions of stocks by Alaskan and other fisheries and decisions regarding allocation among fisheries along the coast. Table 1 indicates the relative proportions of harvests taken by fisheries along the coast north of California to Cape Suckling, Alaska. The Alaska harvest is a minor part of the total. Further, the catch in the FCZ off Alaska has been a small percentage of the total Alaska catch. Any action taken only in the FCZ off Alaska would have small impact on a coastwide basis.

The SSC notes the following actions taken in recent years by the State of Alaska and the Secretary of Commerce to protect salmon (Table 2). The SSC also notes the following programs that have been funded to assist in resolving critical informational needs on the Alaska troll fishery. (Attachment #1)

For the longer term solution to this problem, the SSC recommends that the Salmon PDT's of the Pacific and North Pacific Councils meet in joint session as soon as possible. At this joint meeting we propose that the teams evaluate the available data and attempt to seek agreements on analysis and interpretation of these data. We also recommend that this joint meeting be chaired by an individual who is not a member of the team. We recommend that this individual be Dr. Bevan due to his extensive knowledge of the fishery and his relationship to the two Councils.

Item 2 - Review of the report to the Council on the joint SSC meeting in Seattle.

The SSC endorsed the attached report (Attachment 2) of the combined SSC's of the Pacific and North Pacific Councils. We urge that the recommendations therein be implemented as rapidly as possible in order to provide the basis for decision making regarding regulation of the chinook troll fisheries of Alaska and the adjoining FCZ.

Item 3 - Review of amendments with the Plan Draft Team - Heads-on issue.

The regulation requiring that all chinook and coho salmon be landed with heads on is a modification of the regulation requiring that all adipose-clipped salmon be landed with heads on. The new regulation evolved out of the stated need to improve coded wire tag recovery rates from freezer boats, which traditionally remove the heads of all troll-caught salmon at sea.

In perspective, the estimated landings of these boats in Washington and Alaska in 1979 represented approximately 3.6% and 3.3% of the total troll landings of chinook and coho respectively, from waters off Alaska. If the fish in the freezer boats could be sampled at the same rate as those in the remainder of the fleet, then 3-4% of the total potential tag recoveries would be lost because of the removal of heads aboard the freezer boats. Although these boats tend to fish offshore areas that are not fished by day and trip trollers, the precision of the tag recovery information would be considerably less because of the greater difficulty of determining the area of origin of tagged fish in a boatload of frozen fish.

If this additional tagging information is to be obtained, additional port sampling effort may have to be arranged in Washington and Oregon. Furthermore, according to the January 21 letter, Reinhardt to Branson, there are additional costs and possible loss of quality in landing and marketing of freezer boat salmon with heads on. A second option is to retain and enforce the regulation that only adipose-clipped chinook and coho be landed with heads on, and to set up a sampling program that assures these fish are sampled. A third option is to not require head retention on freezer boats and utilize information from day and trip boat recoveries only. If the Council wishes us to consider this further, we will need additional information on the costs of the first two alternatives that would be incurred by freezer boat sector.

Item 4 - Report to the SSC on the troll salmon tag recovery contract

The SSC reviewed the draft final report on Contract 79-3. Our SSC Salmon Subgroup will review this report and present their recommendations to the SSC at our next meeting.

Item 5 - Review and recommendations on a draft RFP for coastwide coordination and analyses for the Troll Salmon FMP.

The SSC reviewed the draft RFP for Coastwide Coordination and Analysis for the Troll Salmon FMP. We concur with the need for this contract and support the immediate release of the RFP. The SSC Salmon Subgroup will be available to review and to make recommendations to the Council on the responses to the RFP.

HERRING FMP (G-5)

The SSC received a report from the Herring Subgroup. The Subgroup discussed the issues raised during the public comment period. The subgroup has recommended the following four major items be addressed by the team:

- 1) All public responses be categorized into issues. Written responses should be prepared for each issue.

- 2) NMFS Central Office has promised written comments by the end of March. These comments should be addressed and issues resolved before the Council makes final decisions on the Plan.
- 3) The draft ADF&G herring contract report should be finalized and submitted to the Council as soon as possible. The final biomass numbers in the plan are drawn directly from the contract report and methodology is discussed in the report but not the plan. Since both methodology and estimates are a major issue of public concern a final approved contract report must be available before the management plan can be approved.

The Subgroup also urged the PDT to include the entire range of biomass estimates in the plan. These estimates are very controversial and public comment ranged from "far to high" to "far to conservative." If the range of estimates are included in the plan, the Council will have direct access to them and can include public comments, team recommendations and the estimates in OY deliberations.

- 4) The Subgroup asked the PDT to review the procedures in the plan to determine the final TALFF. It was noted that the illustration on page 113 did not meet the criteria established on page 112.

The SSC will be prepared to undertake the critical review of the contract report, the draft plan and the public comments at our next meeting.

PETITION FROM THE ENVIRONMENTAL DEFENSE FUND TO AMEND FCMA GUIDELINES

The SSC briefly reviewed the document entitled "Petition of the Environmental Defense Fund for the Amendment of the Guidelines for Development of Fishery Management Plans" and the request for comments requested by NMFS in the Federal Register dated February 8, 1980. The SSC understands that the comment period has been extended until May 15, 1980. We therefore have appointed a subcommittee made up to Mr. John Burns (Chairman, Mr. Bert Larkins and Professor Edward Miles to prepare draft comments for our consideration by the next meeting. The SSC will be prepared to provide the Council with our comments at the next Council meeting.

SOCIOECONOMIC DATA NEEDS REPORT (O)

The SSC reviewed the report by the Ad Hoc Working Group on Socioeconomic Data Needs. The SSC concurred with this report. Implementation of the recommendations in the report will be discussed by a SSC Subcommittee on research priorities meeting next month. This committee will provide the SSC and the Council with recommendations on research priorities for the 1981 programmatic budget by the May meeting. Subcommittee members are Don Rosenberg, chairman; Steve Pennoyer and George Rogers.

SSC MEMBERSHIP

The SSC discussed extensively the need for alternates for its members. The SSC recommends that Dr. John Clark be appointed as the alternate for Steve Pennoyer. The SSC did not feel that alternates should be allowed for non-agency members as they are selected for their individual expertise. The SSC felt that it should review the attendance record of all members and when an attendance problem is identified, make a recommendation for change.

INCIDENTAL SPECIES POLICY GROUP

The SSC reviewed the membership of this Council Committee. We have found that the SSC no longer has any representatives on the committee. We therefore recommend Mr. Bert Larkins be made a member of this Council committee.

BERING SEA PACIFIC COD

The SSC reviewed a report by Jay Hastings regarding the problem of the high incidental catch of Pacific Cod in the Bering Sea which will result in premature closure of the fishery. Mr. Hastings requested that the SSC review the biological aspects of increasing the OY of the species.

The SSC reviewed the biological data provided to us with the proposed amendments to the groundfish plan. We conclude that based upon these data that the abundance of Pacific cod has greatly increased. Using the procedure provided in the draft amendments, the 1980 ABC would be 111,000 mt. This will allow an increase of the current ABC by 52,000 mt without any harmful effect on the biology of the resource.

The SSC does express concern to the Council on how the allocation of this additional resource is made. For example, the effect of this large allocation on the Japanese ex-vessel price of Pacific cod is unknown. It is suggested that caution be exercised in granting this request, since Japan is a likely market for Pacific cod caught by U.S. fishermen.

KING CRAB DRAFT FMP

The SSC reviewed a report presented by the SSC King Crab Subgroup at an SSC/PDT meeting to review the Reeves and Marasco Bering Sea King Crab Fishery Management Options Paper.

The report discussed the results of a bioeconomic model which investigated the management options of: 1) relaxed quotas; 2) lowered size limits; and 3) extended seasons when compared with multiple age group management currently employed to reduce dependency on a stock dominated by new recruits. The management options were compared to the actual management policy by modeling the major features of the southeastern Bering Sea fishery for the 1970-79 period.

Given parameters used in the model and the assumption that price is not related to the size of crabs in the catch, the results of the analysis indicated that annual returns to the fleet were increased most by the doubling of effort with a 5.25 inch minimum size limit. When the price/size independence assumption was relaxed, the extended season option produced the largest annual returns. It is necessary to note that recruitment was high during the period of time selected for the analysis.

When compared to actual management policy, none of the options examined impaired the reproductive capacity of the simulated stocks. Actual stock levels have been high in recent years, and the available research survey data indicate that strong recruitment may result even from relatively low stock levels. Reeves and Marasco now plan to use the model to examine alternative management strategies in years of low recruitment.

The SSC did not attempt to review in any depth the assumptions underlying the model but agreed the model was useful in comparing the results of various management options. Discussion pointed out that there were potential risks of adopting one option over another depending on stock trends.

The subcommittee suggested the PDT consider the results of the model in the next draft of the King Crab FMP. The next draft of the plan should be ready for SSC review prior to the May Council meeting.

Also discussed was a proposal by Dr. Bevan to split the King Crab FMP into two portions, the Bering Sea and the Gulf of Alaska. The SSC decided not to endorse the concept because: 1) the next draft is largely complete and changes at this point would further delay the plan, 2) the two areas are closely tied and separating them at this time is not practical; 3) the next draft will incorporate options for alternative management strategies; and 4) the next draft of the plan is primarily written for the Bering Sea fishery and the Gulf fisheries are secondary (Southeastern, Price William Sound and Cook Inlet were eliminated from the plan because no king crab are taken in FCZ waters in these areas).

TABLE 1

Pacific Coast Chinook Harvests
all fisheries - troll, net, and sport
(1000's of fish)

(North of California and Southwest of Cape Suckling, Alaska)

	1974	1975	1976	1977	1978	1979	Mean	%
S.E. Alaska	374	321	249	302	407	374	338	8.9
Canada	1,785	1,820	2,127	2,067	1,889	1,557	1,874	49.4
Washington	1,103	1,298	1,286	1,085	840	709	1,054	27.8
Oregon	466	532	575	698	449	450	528	13.9
Totals	3,728	3,971	4,237	4,152	3,585	3,090	3,794	100

Source: 1974-1976 INPFC Reports
1977-1979 Respective Resource Agencies (some data preliminary)

1,576

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TABLE 2

ACTIONS TAKEN BY THE STATE OF ALASKA TO PROTECT CHINOOK SALMON

1. Closure of waters west of Cape Suckling (1974)
2. Limited entry for power trollers (1975)
3. Restrictions on sport fishing bag and possession limits (1975)
4. Elimination of directed net fisheries for chinook (1975-1977)
5. Closure of terminal areas to trolling (1975-1977)
6. A 28-inch minimum size limit for chinooks (1977)
7. Closure of outside waters to hand trolling (1978)
8. Establishment of 8 day opening/6 day closure fishing periods (1979)
9. Prohibition of sport fishing from commercial vessels (1979)
10. Reduced line limits for power and hand troll fisheries (1980)
11. Moratorium on entry into the hand troll fishery (1980) and limited entry for hand trollers (1981)

Further, inseason closures of the troll fishery occurred during 1975 and 1979 based on the status of the Alaskan coho stocks. These actions also produced protection for chinook stocks.

The Secretary of Commerce took action on the above items: 1, 2, 3, 6, and 10, and the 1979 inseason closure.

3/25/80

PROGRAMS ADDRESSING THE ALASKA TROLL FISHERY

1. Onboard Observer Program

This was a feasibility study (NPFMC funding) during the 1978 fishery. It was recommended that troll observer programs be limited to collecting data on vessel fishing power efficiency, and maturity of fish caught... The cost of a full program was considered prohibitive but smaller projects for specific times and areas might be financially justified. No coastal agency currently has an observer program.

2. ADF&G Fish Ticket Data Processing Enhancement

The NPFMC has contributed significantly to this project. The data entry phase will be finished March 31, 1980 and the data reporting phase is expected to be finished by June 1981. The timeliness of Southeast Alaska troll data has greatly improved.

3. ATA Logbook

The State of Alaska provides funding (starting in 1976) for the Alaska Trollers Association to implement a volunteer logbook program for the troll fleets. This program is proving very valuable in supplying fishery performance data. No other coastal agency currently has a logbook program.

4. Marking of Wild Chinook

The State of Alaska has the most extensive program on the coast for inriver marking of wild stocks of chinook. The first coded wire tags returned in 1979 and the first marked brood year will have passed through the fishery in 1981. This information will be extremely valuable in establishing harvest rates on Alaska chinook and identifying their time/area contribution to the troll fishery.

5. Port Sampling

Commencing July 1, 1980, the ADF&G's port sampling program will become formalized through additional State funding. This program was recognized as essential for effective inseason monitoring and will contribute to the fishery performance data base.

6. CWT Recovery

The ADF&G's coded wire tag recovery program started in 1970 and for 1980 has been expanded to its largest size. This program is imperative for addressing the coastal stock contribution question.

7. Biometric Analysis (FUNK)

ADF&G proposed and NPFMC funded a one-year project to analyze Alaska's troll fishery data (harvest tickets, logbooks, tag recoveries, port sampling). The draft final report is due January 1, 1981. This project will analyze and recommend the use of these data as a basis for time and area management.

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3/11/80

CURRENT STATUS AND PROBLEMS IN MANAGEMENT
OF OCEAN SALMON FISHERIES OF THE PACIFIC COAST

RESULTING FROM A MEETING OF THE SSC FOR THE NORTH
PACIFIC MANAGEMENT COUNCIL AND THE SSC FOR THE
PACIFIC MANAGEMENT COUNCIL

March 1980

I. STATUS OF SALMON MANAGEMENT AND STOCKS

Alaska

The Alaskan ocean troll fishery operates on an ill-defined, complex mixture of chinook and coho stocks which spawn in streams originating in Alaska, Canada, Washington and Oregon.

Troll catches of chinook peaked in the late 1930s with catches exceeding 800,000 fish compared to the current catches of about 300,000. Troll catches of coho peaked in 1951 and currently amount to more than one million fish annually.

Gradually the troll fleet introduced power gear, number of lines per boat increased, size of boat increased, and the proportion of boats which fished in outside or offshore waters increased. Rapid growth in the number of hand trollers has resulted in an increasing share of both chinook and coho being taken by the gear type. In 1975, the first year when trollers were distinguished as hand or power, there were 1,100 hand trollers which landed fish. In 1978 this number increased to 2,600.

Although it is not possible to sort out the Alaska component in the troll catch, there is little doubt that southeast Alaska chinook runs have declined significantly from previous levels. It is equally clear that these declines in southeast Alaska must be attributed to the management of the fishery and/or natural survival factors but not to habitat degradation. Coho catches also have declined from historic levels although catches have somewhat stabilized over the past several years.

Operating under the assumption that the troll fishery was inefficient, and overwhelmed by the nature of the mixed stock fishery, Alaska applied very few restrictions and no in-season management measures until recent years.

The troll fishery has been restricted since 1975 to waters east of the longitude of Cape Suckling to prevent its expansion to other stocks which have been fully utilized by inshore net fisheries.

ADFG's primary management objective is conservation oriented and designed to provide appropriate brood stock escapement levels to spawning streams. Since 1975 there have been a number of closures primarily in inside waters of Southeastern Alaska for various times and areas to accomplish this main objective. Secondary to the conservation goal, ADFG attempts to set regulations which will allow fishing by the various user groups. The Board has adopted a policy of allocating 20 percent of the total troll coho catch to the hand troll fishery.

Limited entry puts a ceiling on the total troll effort, but does not prohibit a shift of troll effort to offshore waters and does not apply to the hand troll fishery.

Several measures have been incorporated into the management scheme, primarily designed to prevent expansion of effort. These include:

1. Limited entry for power trollers (1974);
2. A prohibition of hand trolling outside the surf line (1978);
3. A line limit of 4 lines south of and 6 lines north of Cape Spencer (1980);
4. The implementation of a power gurdy limit on boats (1980);
5. A gear limit of 2 gurdies or 4 sport rods for hand trollers (1980);
6. A provision for a 10-day closure of the entire troll fishery in mid-July (1980);
7. Hand troll interim-use permits will be issued for the 1980 season only to persons who landed hand troll caught salmon at least once during the 1975-1979 time period.

A research program with several aspects is underway to enhance understanding of the mixed stocks situation in this fishery. This includes:

1. Marking programs;
2. Troll log book programs;
3. CPUE analysis;
4. Port sampling.

U.S.-Canadian Salmon Interceptions

Negotiations between the U.S. and Canada have been ongoing for a number of years attempting to agree on a procedure for limiting mutual salmon interceptions. Because major migrations of salmon originating in each country pass through waters of the other country where they are fished extensively, management of these stocks is complicated by lack of a coordinating mechanism (except for Fraser sockeye and pinks). Additionally, incentives for investment in salmon production are reduced where a large share of the benefits accrue to the intercepting country. Hopefully, treaty revisions can resolve these problems.

The issues of particular concern are:

1. The Canadian interception of several million Washington-Oregon chinook and coho salmon annually, primarily off the West Coast of Vancouver Island.
2. The U.S. interception of 3-4 million Fraser River salmon annually. The U.S. has a special interest here because of enhancement of these stocks from U.S. funds.
3. The utilization of salmon spawning in Canada and migrating in rivers that flow through Alaska. Presently these stocks are fully harvested by U.S. fishermen even though the spawning grounds are in Canada.
4. The mutual catches by Alaska and Canada of hundreds of thousands of salmon originating in each other's streams.
5. The mechanism by which any interception formula would be implemented.

Salmon Management by the Pacific Fishery Management Council

The Pacific Council commenced salmon management in 1977 within the FCZ off the coasts of Washington, Oregon, and California. Two primary issues have been debated before the Council which have had an impact on the salmon plans and regulations which the Council has proposed to the Secretary of Commerce. These issues concern first, the distribution of catch within the FCZ between fishermen operating in different areas (primarily a north/south division) and between fishermen of different gear types (primarily a sport/commercial division); and second, the distribution of fish between the ocean fisheries as a whole and the fisheries and spawning escapement needs in "inside" waters.

Seriously reduced stocks of both coho and, to some extent, chinook have exacerbated the situation. The Council has not faced the question of resource distribution squarely but, instead, has approached the question indirectly. Perhaps, as a result, the Council has adopted a series of highly controversial regulations which have not been satisfactory.

IMPORTANT CONSIDERATIONS FOR OCEAN SALMON MANAGEMENT

General

A primary reason for focusing special attention toward ocean salmon management is salmon are quite different from other species managed under the FCMA. Part of this uniqueness stems directly from life history, which begins in the gravel of a freshwater stream, then follows sequential residence in stream, estuarine, and oceanic environments, with final return to the parent stream for spawning. Because streams and estuaries are more susceptible to negative effects of civilization than the ocean, salmon management must consider to an unusual degree the effects of pollution, irrigation, energy, and other aspects. Recreational and commercial fisheries must bear the burden of declining environmental quality by harvesting fewer fish, otherwise spawning escapements would not be adequate. Conversely, the freshwater habitat provides unusual convenience for determining spawning abundance. Artificial culture is also unique, facilitated both by the life history and by high values placed on salmon aesthetically and in the market.

Salmon management involves fisheries on mixed progeny from a large number of identifiable spawning units located in diverse jurisdictional areas. Each area further involves multitudes of separate agencies with responsibilities for both habitat development and protection, as well as salmon and related-species management. Migration routes and timing patterns of the spawning units are distinctive, and their determination is important to management. Most of the critical life history of salmon lies outside FCMA control; the Councils are directly responsible only for fishing activity in the FCZ.

Management Planning and Jurisdictional Compatibility

Achieving the objectives of salmon management over the extensive range of their migrations clearly requires a major planning effort. Basically, salmon production has three goals: (1) commercial fishing opportunity, (2) recreational fishing opportunity, and (3) aesthetic value. However, there are no consistent standards for achieving these goals between the many jurisdictions through which individual stocks migrate.

FCMA salmon management requires a master plan of all goals and objectives, and a more specific dealing with the goals of objectives of the various interest groups and other jurisdictions. Because each jurisdiction cannot provide an overall management plan, a mechanism is needed for review and merger of individual plans, and a legal structure for arbitration of incompatibilities. While the Councils have the responsibility for achieving the goals and objectives within the FCMA that result from the overall planning process, the SSC should provide alternate goals for consideration and should evaluate the regulatory means to achieve these goals.

Allocation Between User Groups

Allocation between user groups has been happening for a long time, but discussion of the process and rules has been avoided. A clear basis for allocation, including economic and social arguments, needs to be developed. In terms of mechanics of plan development, perhaps the Plan Development Team should set forth specific allocation options for consideration by the Council. Allocation goals need to be defined in operational terms, and developed as one iterative process involving advisors, PDTs, SSCs, input from interested parties, and finally the Councils.

MECHANICS OF CATCH DIVISION AND CONSERVATION

Catch division of some kind always occurs but proper conservation does not always result. Traditional methods of fishery regulation lead to allocation of the resource between user groups and between catch and escapement. Regulations can create this allocation either indirectly (e.g., area, time, size limit, gear size/efficiency) or directly (e.g., numerical catch quota). Quota regulation is defined as a regulatory system in which the termination of fishing time is determined in the course of the fishery by comparing the cumulative catch to an allowable harvest set either in advance of the season or as a result of an update during the season. Catch division or allocation is the assignment of parts of the catch (which may be set by quota) to different segments of the fishery. Efficiency of management by quota will depend to a large degree on ability to forecast runs, on ability to adjust within season to account for errors, and on conservative harvest rates to assure safety margins for escapement.

The basic regulatory methods are utilized by management agencies throughout the range of the salmon runs. Such decisions as those relating to water usage (e.g., decision to construct a dam) usually have impact on size of fish runs and, therefore, represent an allocation.

Virtually all net fisheries in Washington, including the Columbia River, are managed on the basis of quota regulations; i.e., the decision on amount of fishing time is based on the number of fish caught relative to the number determined by a court- or treaty-ordered allocation or determined by subtracting the escapement goal from the estimated run size. In Alaska, certain interception sockeye salmon fisheries are regulated by quota systems established only by

preseason estimates. Most other fisheries are regulated by flexible quotas in that escapement goals are established and qualitative or quantitative in-season run size estimates are made that determine the number of fish that can be caught. In the Alaska troll fishery for coho there is now to be an allocation between power and hand trollers expressed as a percentage of the total troll catch.

In some cases these quotas are modified in-season based on revisions of the stock estimates derived from the fishery itself, but quotas without the benefit of in-season stock estimators have also been used. The former situation is the more desirable but the latter has been used where no in-season estimator is available.

In the beginning of management under rulings from U.S. v. Washington in 1974, the mechanism utilized to achieve the ordered allocation between treaty and non-treaty fishermen was primarily by indirect methods such as adjustment of fishing time and areas. The results were entirely unsatisfactory. Beginning in 1975, quotas were employed despite protests from many that it couldn't be done because of the unknowns. The system has been generally effective, however, in achieving the court-ordered spawning escapemeng goals and catch allocations.

Regional Council regulations have presumably been designed to achieve catch division between ocean fishery gear types and between ocean and inside fisheries or escapement. The desired catch division allocations could be better achieved directly by quotas in conjunction with other regulations, than by indirect methods only. Although it is preferable to apply quotas with in-season run assessment methods, quotas even without such methods are more effective than relying solely on indirect methods for achieving desired run or catch distribution.

There is also the corollary matter of achieving within the ocean catch the desired distribution between the troll and recreational fisheries. Although perhaps not stated directly, it is assumed by the SSC that the 1979 ocean regulations were designed to have the effect of achieving some desired goal in this regard. For example, the results of the 1979 regulations were that the troll fishery off the Washington coast achieved 69% and the ocean sport 31% of the ocean coho catch as compared to a recent average of 60% for the troll fishery. If this was not the desired result, it is suggested that catch quotas with allocations specified for the troll and sport fisheries could have been effective in achieving that result. At the present state of knowledge, quotas with allocations are probably the only way the Council can assure desired division of catch among the segments of the fishery.

TECHNICAL ASPECTS OF ALLOCATION

Spawning Escapement Goals

Achieving an escapement goal is a form of allocation similar to dedicating a share of the run to a particular fishery. Escapement goals can be variable year-to-year as, for example, with chum and pink salmon whose abundance varies in a regular cycle. Those who manage the ocean fishery are concerned primarily, however, with escapement goals for chinook and coho which tend to be more constant.

It is particularly difficult to manage the ocean fishery with an eye to escapement because of the mixed nature of the stocks upon which that fishery operates. The "fine tuning" for escapement goals generally is applied in the terminal fisheries, when such fisheries exist. Further problems associated with the species which are taken in the ocean fishery (chinook and coho) are the difficulty in keeping track of the fish and in counting them in the many different streams where they spawn.

The purpose of an escapement goal is to permit passage of the number of fish through the fisheries which will optimize future catches. As habitat declines, the optimum spawning numbers may no longer be relevant to historical levels. With chinook, the problem is difficult because there is no readily apparent spawner/recruit relationship, so managers have looked to historical relationships and have attempted to maximize out-migration. With coho the managers have usually set escapement goals based on the rearing potential of the spawning streams. Thus the limiting factor is the rearing area rather than the spawning area.

Artificial production further confuses the achievement of escapement goals because the natural and artificial runs are sometimes impossible to separate.

Actual harvest rates and tolerance to harvest rate vary widely between wild and artificial stocks and between different stocks of either type. The ultimate conclusion is that achievement of maximum production for each natural run is not workable when harvest occurs on mixed stocks.

It is important to realize that no successful salmon management can occur until the decisions on escapement goals for both wild and hatchery fish have been made. The Council simply cannot proceed without these decisions. It is critical that the escapement policies of the different states and tribes are communicated to the Council in a timely fashion so that the Council can evaluate them and take them into account when deciding upon management policies for the ocean. If this communication does not occur, there is a great danger that a conflict will occur between the harvest policies in the ocean and the escapement goals of the freshwater system.

Sport Versus Commercial Values

Fishermen who harvest salmon off the coasts of California, Oregon, and Washington respond to a number of motivations. Earning of income is of key importance for many commercial trollers and for commercial passenger carrying fishing vessels (charter boats). Recreational value is a dominant motivation for sport fishermen and some trollers. The three identifiable groups are trollers, commercial passenger carrying fishing vessels, and other sport fishermen.

There are fundamental differences between the sport and commercial groups and these differences should be recognized in setting the management policies which apply to the different groups of fishermen. A quota allocation to each

of the groups, or at least between commercial and recreational, might be one way of sorting out the disputes which often occur between them.

It is of course for the Council to weigh the value between the different fisheries and make the final decisions concerning shares of the catch. The shares between fisheries should not necessarily be equal but should be fair and equitable or in some sense reflective of the Council's decisions concerning the values of each fishery.

Legal

Prior to the enactment of the Fishery Conservation and Management Act of 1976, two sources of law existed which required a specific allocation of Pacific Northwest salmon among fishermen. These were, first, the International Pacific Salmon Fisheries Commission and, second, a series of court decisions defining Indian treaty fishing rights.

The IPSFC provided for a sharing of the sockeye and pink salmon of the Fraser River between citizens of the U.S. and Canada. The Commission applied in "Convention Waters" and required that 50% of the harvest be taken by citizens of the U.S. and 50% by the citizens of Canada.

The court decisions related to a case area in Western Washington (U.S. v. Washington) and to the Columbia River in the case involving the Oregon/ Washington interstate area (U.S. v. Oregon). These court cases both, in simplified form, require that 50% of the harvest be taken by the members of defined treaty tribes and 50% be taken by all other fishermen.

The FCMZ itself does not require any further specific allocations beyond those indicated above. It does, however, imply the Council will make indirect

allocations. The Act requires the Council to specify both MSY and OY in managing salmon fisheries. Because the number and biomass of salmon change dramatically as the runs pass through the different fisheries, OY in either numbers or pounds will vary depending on which group of fishermen harvest the fish. It is therefore implicit in the modification of MSY to reach OY that the Council consider which group of fishermen will be harvesting which portion. This necessarily involves considering an allocation between fisheries.

In an even more specific sense, Section 301(4) of the Act contains one of the six national standards and specifically contemplates that the Council may allocate. If the Council does so, the allocations must be fair and equitable, reasonably calculated to promote conservation, and such that no individual or firm obtains an excessive share of the resource.

If the Council adopts the Committee's recommendation to allocate directly, then the Council will have a number of very difficult problems to deal with. The first of these is specifying an allocation of catch between ocean fishermen and also indicating an inside/outside split with the inside share inclusive of escapement. Beyond that, the Pacific Council might consider in conjunction with the North Pacific Council what the split between ocean fisheries in the two FCZ's will be (i.e., that off of Alaska and that off of the western United States).

Other technical problems are how to express the shares, whether by a fraction of the catch by fish, by quota, or by catch rate, and on what the quotas will be based. Clearly the Act requires that all decisions of allocative nature be based on historical, social, economic, biological, cultural, or recreational information. The Council will also have to determine how fine the

allocations should be, whether they should be by general gear type or by category within the gear types or even by vessel.

DATA NEEDS

The following are key statistical and/or biological data required for effective management of the ocean salmon fishery:

1. Catch in pounds and numbers;
2. Area and time of catch and stock origin;
3. Age/weight and/or length data;
4. Effort expended for harvest;
5. Sex ratio information.

In addition, in-season and particularly quota management is improved by a reasonably accurate pre-season forecast. Developing in-season management capabilities is desirable for more effective management of the ocean fishery. Although socio-economic data were not discussed, it was recognized that such data are an essential part of the required data package under the FCMA.

While some of this necessary information is presently available, improved data collection systems are necessary irrespective of the techniques used for ocean management, but especially where quotas and/or in-season management is employed. The Council should use every means to encourage improved data collection systems, and this should be a fundamental part of inter-jurisdictional planning.

DISCUSSION

Jurisdictional Considerations

Salmon are unique among the species managed under the FCMA, especially where stocks may be regulated by as many as a dozen different jurisdictions over their migratory ranges. Because the goals of these jurisdictions, including allocation, enhancement, spawning and other considerations, often differ, there is a great need for planning procedures that will result in mutually compatible management. Accomplishing this will require clarifying goals and assuring collection of needed management information on a coordinated basis. Further, there may be a need to reappraise the role of the FCMA in the special and complex system of salmon management.

An especially important and difficult jurisdictional problem exists between the U.S. and Canada. There are numerous salmon stocks that migrate between and are intercepted by the two countries. Coordinating and rationalizing management for these stocks cannot be done solely among U.S. jurisdictions. Not only must we assure management compatibility between Canada and the U.S., but the ability to preserve or enhance these stocks will depend upon assuring that the originating country receives sufficient results from its protection, enhancement, and other investments.

While the jurisdictional problems of Alaska and the North Pacific Council with regard to salmon are generally simpler than those of conterminous U.S. and the Pacific Council, management of certain S.E. Alaska fisheries will require coordination with Canada and, in the case of chinook salmon, with other U.S. jurisdictions.

Allocation

The Councils' goals concerning intended effects of ocean salmon fishing regulations on salmon users have not been made clear. This is true to a considerable extent of other jurisdictions as well, but in some instances, notably Alaska (but also in Puget Sound, the Columbia, and a few other areas), user proportions or quotas have been set. This has been helpful and has allowed each user group to understand better where it fits. Quotas specified by user not only express clearly the jurisdiction's intentions, but can allow more input by the users on how they wish to catch their share, since the indirect regulations themselves no longer determine sharing and consequently are of less concern to competing users.

In-season adjustments of quotas are not a requirement to the use of quotas, but because salmon abundance varies between years in a manner that will probably never be precisely predictable, in-season regulation to adjust quotas should be an eventual goal of all jurisdictions.

Enhancement

Enhancement has often been touted as a panacea following the assumption that conflict is avoided by simply providing more resource. Salmon enhancement undoubtedly makes sense if properly planned and coordinated, but should be approached with thought and caution. Artificially produced salmon potentially can negatively affect important wild runs in a variety of ways including competition, predation, disease, and increased harvest rates. We cannot yet fully predict these effects. Because of the complex inter-jurisdictional

migrations and resulting effects in different areas, enhancement must be coordinated among all affected regions.

Research Needs

This meeting did not directly address research and informational needs, but certain conclusions are apparent. First, this topic is sufficiently important to justify a special session of the SSC or joint SSCs. Additionally, we have identified several topics of special significance, including the need to express more clearly the precise informational needs of management and better means for predicting the results of management decisions on the affected people.

Finally, we point to the need for critical research and a requirement to prioritize and fund necessary studies. This should not be interpreted as a reason for not making important salmon management decisions based on the best information we have now.

RECOMMENDATIONS

The joint SSC's of the Pacific and North Pacific Council recommend the following to the Councils:

1. The Councils should explicitly specify their goals. Among these should be the percentage or numerical allocations to the ocean fishery, to the inside fisheries and to the spawning escapement. In this process the allocation objectives of all jurisdictions must be considered.
2. All of the jurisdictions must have compatible plans in terms of their protection or exploitation of certain stocks. The Councils should take the initiative in ensuring that these plans are coordinated. The Councils might need to press for legislation or agreements to put into place some mechanism for resolving conflicts between the jurisdictions which have responsibility for management of the stocks at different stages in their transit through the fisheries.
3. The Councils should take the initiative in encouraging research as to the effects of enhancement being carried out or planned by various jurisdictions. There is a need to examine the consequences of the dual objectives of attempting to produce more fish through enhancement and to protect natural spawning stocks. Coordination between jurisdictions regarding production goals and harvest strategies will be essential.
4. The Councils should encourage development of a better data collecting system for the ocean salmon fisheries. This will require more resources and an assignment of responsibility to design and implement a better system.
5. The Councils have the responsibility for carrying out the goals and objectives of ocean salmon management as developed by the comprehensive planning process. Others, including the plan development teams,

SSC's, and Advisory Panels, should identify alternative goals and evaluate proposed regulations and their potential effects on those goals. The Councils should assign some responsibilities and ask specific questions of the appropriate groups. For example, if a Council decide to specify allocation of segments of the ocean fishery, it should ask the Advisory Panels for their recommendations, and ask the SSC's and teams to evaluate and provide the Councils with an evaluation of options that might be used to achieve the catch allocation specified.

6. Decisions on spawning escapement goals for both hatchery and wild salmon must be made before the Councils can adequately determine management requirement within the FCZ. Escapement policies of the different stages and tribes must be communicated to the Council in a timely fashion so the Councils can avoid conflict between ocean harvest and inshore escapement. This is probably best accomplished, again, through the comprehensive planning process.
7. Certain problems--for example chinook salmon management--are of concern to both Pacific and North Pacific Councils. We recommend that an ad hoc subcommittee from both Councils be appointed to develop joint positions on these matters.

ADVISORY PANEL MINUTES

MARCH 25, 1980

The Advisory Panel convened Tuesday, March 25th in the Alaska Room of the Anchorage Westward/Hilton Hotel. The meeting was called to order by Chairman Bob Alverson at 9:30 a.m. and adjourned at 6:00 p.m. The following Panel members were present: Bob Blake, Ed Linkous, Alvin Burch, Ken Olsen, William Scott, Ray Lewis, Chuck Jensen, A.W. "Bud" Boddy, Don Rawlinson, Dan O'Hara, Jack Phillips, Truman Emberg, Sig Jaeger and Chairman Robert Alverson.

A. CALL TO ORDER

The meeting was called to order on March 25, 1980, at 9:30 a.m., by Chairman Robert Alverson.

B. APPROVAL OF ADVISORY PANEL AGENDA

The agenda was approved as amended: (The subject of lost blackcod pot gear was added to agenda Item H).

C. APPROVAL OF FEBRUARY AP MINUTES

The minutes from the February 6, 1980 Advisory Panel meeting were approved.

D. EXECUTIVE DIRECTOR'S REPORT

Jim Branson presented the report, summarizing the written report included with the agenda package. In brief, he reviewed the Secretary of Commerce's objections to the salmon management plan; said that the new fisheries attache in Tokyo is Mr. Bob Iverson and the fur seal hearing before the Merchant Marine and Fisheries Committee has been postponed. Tony Vaska from the AP

will be available to attend that meeting when the date has been finalized. It is tentatively scheduled for April 29, 1980.

E. SPECIAL REPORTS

The special reports were for informational purpose only and there is no AP comment.

F. OLD BUSINESS

F-2. A Request by the Federal Republic of Germany through the European Economic Community for 1980 Quota off Alaska of 16,000 Metric Tons.

The AP approved a motion addressing fisheries allocations for nations with no historical fisheries off Alaska. The Panel believed the following should be taken into account regarding allocations to nations offering reciprocal market arrangements:

1. Whether or not the benefits to be accrued from any reciprocal market offer will be realized by Joint Venture programs or from shore based processors.
2. That the agreed amounts of reciprocally purchased products from the U.S. processor or fishermen is from the same geographic area as the original TALFF.
3. Regarding this specific request by the Federal Republic of Germany; they should indicate specifically what fisheries product they are referring to (groundfish, salmon, crab) when they speak of buying fisheries products in trade for an allocation in the FCZ.
4. That the specific reciprocal proposal be directed to U.S. private industry by the Federal Republic of Germany with respect to prices and other considerations as mentioned above.

These concerns were shared by all AP members.

F-3. Akutan, Akun Islands proposed 12 mile closure as a joint venture permit restriction.

The Advisory Panel reviewed the letter from Terry Leitzell which commented on the delay (through publishing in the Federal Register for comment) of the Akutan, Akun Islands restrictions on foreign processing. The Panel reviewed the key statement in the letter: "Lacking information on localized stocks in the BS/A draft FMP we could not conclude that the area restriction is necessary to prevent substantial harm to the fishery resource." The Panel also reviewed material prepared by Dr. Low-Lee-Loh and the Bering Sea Management Plan Drafting Team regarding the status of stocks near the Akutan, Akun area and any potential conservation purpose served by the closure. The AP had no further comments or recommendations on the subject.

F-4. Limited Entry Report.

The AP considered the presentation of the Limited Entry working committee meeting in Juneau and had no comments. On a related manner, however, the AP nominated Jeff Stephan, Alan Ottness and Bob Alverson to participate in the review of the "Halibut Limited Entry" RFP and other documents concerning Limited Entry for halibut. The results are to be presented in April.

G. FISHERY MANAGEMENT PLANS

G-1. Gulf of Alaska Groundfish FMP.

The AP reviewed the proposed amendment list, and on the advice of Jack Phillips, deleted proposed Amendment No. 7 as inappropriate while there was still foreign participation in the

blackcod fishery in the GOA. That amendment would establish blackcod as a directed longline species. Instead, Amendment No. 7 was redrafted to prohibit foreign trawling in Southeast and Yakutat districts.

The Panel believed that Amendment no. 8 should be changed to: prohibit foreign longlining east of 150 degrees west longitude for black cod.

A motion was passed unanimously to add to the amendment package for the GOA a provision that would require biodegradable panels on blackcod pots fished in the GOA.

Public Hearing. The AP considered and approved the public hearing schedule for April/May and suggested that a hearing be held in Anchorage during the April Council meeting period; a time frame suited for a large segment of the fishing community before fishing seasons begin. The AP also requested that a second hearing be held in Seattle during a time to be chosen by the NPFMC staff.

The AP briefly reviewed the Release of Reserves issue for the Gulf Groundfish Fishery. The review centered around the continuing need to evaluate the performance and progress of the U.S. Fishery (including Joint Ventures) in relation to the DAH and Reserve. ~~Phil Chitwood of the NMFS advised the Panel of the current status of blackcod fishery in the GOA: a seemingly controversial foreign fishery relative to blackcod reserves.~~ Based on the report by Chitwood and other information, the Panel felt there were no OYs threatened by individual nations nor fishing impaired by a country approaching OY, except Poland. The AP also listened to testimony from Ed Naughton representing KMIDC, who indicated there would be 6 vessels participating shortly in the GOA for the Joint Venture: the F/V's Pelgas, Misty, Captain Banjo, Paragon II, Morning Star and Cornucopia.

Based on the reports and public testimony, the AP unanimously adopted a position recommending no release of any reserves in the GOA until the matter is reconsidered for the May 2, 1980 proposed release.

	<u>W</u>	<u>C</u>	<u>E</u>
Allocation (Japan)	750 mt.	1270 mt.	570mt.
Taken to date (Japan)	52.4 mt.	390 mt.	217.8 mt.
Allocation (USSR)	290mt	400 mt.	
Taken to Date (USSR)		51 mt.	
Allocation (Korea)	415 mt.		605 mt
Taken To Date (Korea)	.3 mt.		

G-2. Bering Sea/Aleutian Islands Groundfish FMP.

The AP reviewed the proposed amendment list and adopted it for the public hearings with no additional comments.

Regarding the public hearing schedule, the AP suggests that the BS/A proposed amendment list be considered during the hearing to be held in Anchorage during the same time as the GOA groundfish hearing.

The AP reviewed the release of reserves information for the April 2, 1980 release. NFMS reported on the status of the JV fisheries indicating the JV operations may need all of the JV quota plus reserve allocations to fill their projections. Exact information on the catch of the operation was not available, however, as it would violate the confidentiality law. The AP also listened to Ed Naughton on behalf of KMIDC, who indicated an additional 5 vessels may be operating in the BS/A shortly. He also indicated the JV would utilize 3 more processing vessels for their operations if justified by early catch rates.

The AP unanimously approved a motion to withhold any Release of Reserves currently scheduled for April 2, 1980 in the Bering Sea.

Dr. Low-Lee-Loh of NMFS gave an excellent presentation on the multi-year multi-species approach to the fishery management plan. It was adopted for inclusion during the public hearing in Anchorage.

G-3. Tanner Crab off Alaska FMP.

The AP considered the complex issue of a closing date for the C. opilio fishery in the Bering Sea. The Panel's consideration of the matter began with a review of the report prepared by the Management Plan Drafting Team in order to understand the complex relationship that exists between the rationale for a closing date for the C. opilio season and the implications of precluding a U.S. harvest as well as a relationship to the beginning of the king crab season. The AP acknowledged the Drafting Team's statement that there is no known biological reason for an August 15 closure. The Panel also approved the recommendation of the Team to express to the Council their intent to have the closing date options for the C. opilio season in the Bering Sea handled by the in season field order authority provision of the plan. The AP noted that

the step insured the freedom of options necessary for the Council to consider the issue with the Alaska Board of Fisheries in the Joint Meeting.

The AP noted also that the issue of the C. opilio closure was related to opening of the king crab season. The Panel then reviewed the parallel issues defining the Board of Fisheries need for the particular king crab opening regulations; those addressed by the Plan Drafting Team outlined the need to have the current gear off the ground in advance of king crab season. They did not agree with the Tanner Crab Management Plan Drafting Team's comment that it was important to remove crab pots from the grounds before the opening of king crab season for enforcement concerns. It was also pointed out that the 1978 C. opilio domestic harvest was 30 million pounds valued at \$.30 a pound ex-vessel price or \$9 million. The cost of dry storage amounts to \$3,477,600, which represents 38.5% of the value of the 1978 fishery. This represents 8.5 cents per lb. for the 1978 C. opilio fishery.

The processor giveth, the board taketh away.

The AP considered the issue of random pot storage and unanimously approved the following motion: that random pot storage be allowed east of 165 degrees west longitude in the Bering Sea and that the industry be encouraged to set pots in a NE/SW direction. The AP intends the recommendation to supercede the present defined pot storage area in the plan. The action reflected a compromise on the part of crab and trawl interests present to minimize the impact on trawling operations of total random pot storage.

The AP discussed items 5 and 6 on the Drafting Team report regarding size limits for opilio and recruits only for shrimp. The Panel expressed concern for an OY based on a 4½ inch size limit for opilio, but at this time does not recommend changing the size limit by regulation. That issue, plus a recruit fishery

issue, was deferred until it has been discussed at the joint workshop scheduled for Saturday morning.

G-4, High Seas Salmon Fishery off the Coast of Alaska East of 175 degrees east longitude FMP.

The AP passed the following resolution with reference to the Troll Salmon Plan:

The AP reviewed the issue of the 1980 Troll Salmon Fishery Management Plan. The review included an appraisal of the status of the Council's proposed amendment for 1980, comments that have been received on the proposed amendment, the important chinook conservation and allocation issues, the handtroll issue and the possible sources of action. The Panel has a deep concern for conservation and allocation issues regarding chinook salmon both of Alaskan and non-Alaskan origin. They feel the best available information has been used to outline the 1980 amendment and that the Council is actively collecting more information to be used for the 1981 fishery. The AP has therefore adopted the following motion:

"That the Council express to the Secretary of Commerce that it has used the best available information in preparing the troll salmon management plan for 1980. Further, that it is the feeling of Council that it has been responsive to problems in the fishery concerning chinook salmon and that it has taken positive steps to conserve and perpetuate those salmon stocks. Evidence of Council intent in this area lies in initiation of a legal minimum length, closed season and areas, line limits, limited entry and fisheries enhancement programs. Further, that the Council prefers not to ~~accept~~ a reduced quota for chinook salmon in the Southeast Alaska troll fishery, until documented new data in the fishery is made available to the Plan Development Team and the Council for consideration. In addition, the Council is urged to stand on its position favoring the ban of handtrolling in the FCZ."

G-5. Bering/Chukchi Sea Herring Draft FMP:

The AP had no comment with regards to the Bering/Chukchi Sea herring FMP. There was no request for action at this time.

H. NEW BUSINESS

H-2. May Council Meeting.

A motion was passed unanimously to add to the amendment package for the GOA a provision that would require biodegradable panels on black cod pots fished in the GOA.

Although the subject of salmon surpluses is not an agenda item for this Council meeting, a consensus of the Advisory Panel has agreed that it should be referred to the Council in these minutes.

Some of the Panel members believe that ratification of the INPFC did not relieve the Council of its obligation to domestic fishermen to provide for the processing of salmon, surplus to domestic processing capabilities.

Specifically, they suggest the Council has the responsibility and the authority to provide for the Joint Venture operations which would provide a market for such surplus salmon.

They request the Council to consider the development of a Fishery Management Plan for the salmon net fisheries of Alaska which would provide for such Joint Ventures.

ADVISORY PANEL AGENDA
MARCH 25, 1980

The Advisory Panel will convene Tuesday, March 25th in the Alaska Room of the Anchorage Westward/Hilton Hotel at 9:00 a.m. and adjourn at 5:00 p.m.

A. CALL TO ORDER

B. APPROVAL OF ADVISORY PANEL AGENDA

C. APPROVAL OF DECEMBER/JANUARY AND FEBRUARY AP MINUTES

D. EXECUTIVE DIRECTOR'S REPORT

E. SPECIAL REPORTS

F. OLD BUSINESS

F-2. A Request by the Federal Republic of Germany through the European Economic Community for 1980 Quota off Alaska of 16,000 Metric Tons.

F-3. Akutan, Akun Islands proposed 12 mile closure as a joint venture permit restriction.

F-4. Limited Entry Report.

G. FISHERY MANAGEMENT PLANS

G-1. Gulf of Alaska Groundfish FMP.

G-2. Bering Sea/Aleutian Islands Groundfish FMP.

G-3. Tanner Crab off Alaska FMP.

G-4. High Seas Salmon Fishery off the Coast of Alaska East of 175 degrees east longitude FMP.

G-5. Bering/Chukchi Sea Herring Draft FMP:

H. NEW BUSINESS

H-2. May Council Meeting.

SPECIAL AGENDA ITEM

Joint Meeting with the Alaska Board of Fisheries for Thursday and Friday mornings, March 27 and 28th.

**** SPECIAL NOTE ****

On Saturday, March 29th, a workshop has been scheduled for the Alaska Board of Fisheries and the Council to discuss the broad philosophical concerns of crab management strategies, fisheries on mixed stocks and Council/Board coordination. Attendance is encouraged.

March 27, 1980

Dear Florence:

The following Advisory Panel members had excused absences from the March 25, 1980 meeting:

Harry Wilde, Sr.

Anthony Vaska

Jesse Foster

Robin Chlupach

Jeffrey Stephan

Sharon Macklin

Joe Kurtz

The AP members who, to my knowledge, did not phone us or let us know in some way they were not coming were:

Alan Otness

Richard Lauber

Diane

cc: ~~Jim~~ Branson
Mark Hutton
Mike Hershberger
Bob Alverson
AP Agendas & Minutes Notebook

Thanks

North Pacific Fishery Management Council

Clement V. Tillion, Chairman
Jim H. Branson, Executive Director

Mailing Address: P.O. Box 3136DT
Anchorage, Alaska 99510

Suite 32, 333 West 4th Avenue
Post Office Mall Building



Telephone: (907) 274-4563
FTS 271-4064

March 27, 1980

Jesse Foster
Quinhagak, AK 99655

Dear Jesse:

Enclosed is the notebook containing supporting documents from the March 25, 1980 Advisory Panel meeting agenda. Also enclosed is a draft copy of the minutes as presented to the Council on March 26, 1980. Please contact us if you have any questions or comments on the enclosed documents.

Sincerely,

Diane A. Martin

cc: ~~Jim~~ Branson
Mark Hutton
Mike Hershberger
Florence Mynarski
Bob Alverson
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Jim H. Branson, Executive Director

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March 27, 1980

Harry Wilde, Sr.
P.O. Box 156
Mountain Village, AK 99632

Dear Harry:

Enclosed is the notebook containing supporting documents from the March 25, 1980 Advisory Panel meeting agenda. Also enclosed is a draft copy of the minutes as presented to the Council on March 26, 1980. Please contact us if you have any questions or comments on the enclosed documents.

Sincerely,

Diane A. Martin

cc: Jim Branson
Mark Hutton
Mike Hershberger
Florence Mynarski
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March 27, 1980

Anthony Vaska
P.O. Box 267
Bethel, AK 99559

Dear Anthony:

Enclosed is the notebook containing supporting documents from the March 25, 1980 Advisory Panel meeting agenda. Also enclosed is a draft copy of the minutes as presented to the Council on March 26, 1980. Please contact us if you have any questions or comments on the enclosed documents.

Sincerely,

Diane A. Martin

cc: Jim Branson
Mark Hutton
Mike Hershberger
Florence Mynarski
Bob Alverson
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March 27, 1980

Jeffrey R. Stephan
United Fishermen's Marketing Assn.
P.O. Box 1035
Kodiak, AK 99615

Dear Jeff:

Enclosed is the notebook containing supporting documents from the March 25, 1980 Advisory Panel meeting agenda. Also enclosed is a draft copy of the minutes as presented to the Council on March 26, 1980. Please contact us if you have any questions or comments on the enclosed documents.

Sincerely,

Diane A. Martin

cc: Jim Branson
Mark Hutton
Mike Hershberger
Florence Mynarski
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March 27, 1980

Robin Chlupach
P.O. Box 73
Willow, AK 99688

Dear Robin:

Enclosed is the notebook containing supporting documents from the March 25, 1980 Advisory Panel meeting agenda. Also enclosed is a draft copy of the minutes as presented to the Council on March 26, 1980. Please contact us if you have any questions or comments on the enclosed documents.

Sincerely,

Diane A. Martin

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Mark Hutton
Mike Hershberger
Florence Mynarski
Bob Alverson
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March 27, 1980

Joseph A. Kurtz
P.O. Box 124
Seldovia, AK 99663

Dear Joe:

Enclosed is the notebook containing supporting documents from the March 25, 1980 Advisory Panel meeting agenda. Also enclosed is a draft copy of the minutes as presented to the Council on March 26, 1980. Please contact us if you have any questions or comments on the enclosed documents.

Sincerely,

Diane A. Martin

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March 27, 1980

Sharon Macklin
United Fishermen of Alaska
197 S. Franklin Street
Juneau, AK 99802

Dear Sharon:

Enclosed is the notebook containing supporting documents from the March 25, 1980 Advisory Panel meeting agenda. Also enclosed is a draft copy of the minutes as presented to the Council on March 26, 1980. Please contact us if you have any questions or comments on the enclosed documents.

Sincerely,

Diane A. Martin

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Mark Hutton
Mike Hershberger
Florence Mynarski
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FTS 271-4064

March 27, 1980

Richard B. Lauber
120 W. First Street
Juneau, AK 99801

Dear Richard:

Enclosed is the notebook containing supporting documents from the March 25, 1980 Advisory Panel meeting agenda. Also enclosed is a draft copy of the minutes as presented to the Council on March 26, 1980. Please contact us if you have any questions or comments on the enclosed documents.

Sincerely,

Diane A. Martin

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Mark Hutton
Mike Hershberger
Florence Mynarski
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Jim H. Branson, Executive Director

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FTS 271-4064

March 27, 1980

Alan Otness
Petersburg Fisheries, Inc.
P.O. Box 1147
Petersburg, AK 99833

Dear Alan:

Enclosed is the notebook containing supporting documents from the March 25, 1980 Advisory Panel meeting agenda. Also enclosed is a draft copy of the minutes as presented to the Council on March 26, 1980. Please contact us if you have any questions or comments on the enclosed documents.

Sincerely,

Diane A. Martin

cc: Jim Branson
Mark Hutton
Mike Hershberger
Florence Mynarski
Bob Alverson
AP Agendas & Minutes Notebook

North Pacific Fishery Management Council

Clement V. Tillion, Chairman
Jim H. Branson, Executive Director

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March 27, 1980

Bob Alverson
Fishing Vessel Owners Assn.
Fishermens Terminal, C-3 Room 232
Seattle, WA 98119

Dear Bob:

Enclosed is one copy of the minutes from the AP meeting held on March 25, 1980 as revised for the March 26, 1980 Council meeting. Also enclosed is a notebook which I believe was accidentally left at the NPFMC office.

If you have any comments or revisions to make on the minutes, please let me know.

Sincerely,

Diane A. Martin

cc: ~~Jim~~ Branson
Mark Hutton
Mike Hershberger
AP Agendas & Minutes Notebook

ADVISORY PANEL MINUTES

MARCH 25, 1980

The Advisory Panel convened Tuesday, March 25th in the Alaska Room of the Anchorage Westward/Hilton Hotel. The meeting was called to order by Chairman Bob Alverson at 9:30 a.m. and adjourned at 6:00 p.m. The following Panel members were present: Bob Blake, Ed Linkous, Alvin Burch, Ken Olsen, William Scott, Ray Lewis, Chuck Jensen, A.W. "Bud" Boddy, Don Rawlinson, Dan O'Hara, Jack Phillips, Truman Emberg, Sig Jaeger and Chairman Robert Alverson.

A. CALL TO ORDER

The meeting was called to order on March 25, 1980, at 9:30 a.m., by Chairman Robert Alverson.

B. APPROVAL OF ADVISORY PANEL AGENDA

The agenda was approved as amended: (The subject of lost blackcod pot gear was added to agenda Item H).

C. APPROVAL OF FEBRUARY AP MINUTES

The minutes from the February 6, 1980 Advisory Panel meeting were approved.

D. EXECUTIVE DIRECTOR'S REPORT

Jim Branson presented the report, summarizing the written report included with the agenda package. In brief, he reviewed the Secretary of Commerce's objections to the salmon management plan; said that the new fisheries attache in Tokyo is Mr. Bob Iverson and the fur seal hearing before the Merchant Marine and Fisheries Committee has been postponed. Tony Vaska from the AP

will be available to attend that meeting when the date has been finalized. It is tentatively scheduled for April 29, 1980.

E. SPECIAL REPORTS

The special reports were for informational purpose only and there is no AP comment.

F. OLD BUSINESS

F-2. A Request by the Federal Republic of Germany through the European Economic Community for 1980 Quota off Alaska of 16,000 Metric Tons.

The AP approved a motion addressing fisheries allocations for nations with no historical fisheries off Alaska. The Panel believed the following should be taken into account regarding allocations to nations offering reciprocal market arrangements:

1. Whether or not the benefits to be accrued from any reciprocal market offer will be realized by Joint Venture programs or from shore based processors.
2. That the agreed amounts of reciprocally purchased products from the U.S. processor or fishermen is from the same geographic area as the original TALFF.
3. Regarding this specific request by the Federal Republic of Germany; they should indicate specifically what fisheries product they are referring to (groundfish, salmon, crab) when they speak of buying fisheries products in trade for an allocation in the FCZ.
4. That the specific reciprocal proposal be directed to U.S. private industry by the Federal Republic of Germany with respect to prices and other considerations as mentioned above.

These concerns were shared by all AP members.

F-3. Akutan, Akun Islands proposed 12 mile closure as a joint venture permit restriction.

The Advisory Panel reviewed the letter from Terry Leitzell which commented on the delay (through publishing in the Federal Register for comment) of the Akutan, Akun Islands restrictions on foreign processing. The Panel reviewed the key statement in the letter: "Lacking information on localized stocks in the BS/A draft FMP we could not conclude that the area restriction is necessary to prevent substantial harm to the fishery resource." The Panel also reviewed material prepared by Dr. Low-Lee-Loh and the Bering Sea Management Plan Drafting Team regarding the status of stocks near the Akutan, Akun area and any potential conservation purpose served by the closure. The AP had no further comments or recommendations on the subject.

F-4. Limited Entry Report.

The AP considered the presentation of the Limited Entry working committee meeting in Juneau and had no comments. On a related manner, however, the AP nominated Jeff Stephan, Alan Ottness and Bob Alverson to participate in the review of the "Halibut Limited Entry" RFP and other documents concerning Limited Entry for halibut. The results are to be presented in April.

G. FISHERY MANAGEMENT PLANS

G-1. Gulf of Alaska Groundfish FMP.

The AP reviewed the proposed amendment list, and on the advice of Jack Phillips, deleted proposed Amendment No. 7 as inappropriate while there was still foreign participation in the

blackcod fishery in the GOA. That amendment would establish blackcod as a directed longline species. Instead, Amendment No. 7 was redrafted to prohibit foreign trawling in Southeast and Yakutat districts.

The Panel believed that Amendment no. 8 should be changed to: prohibit foreign longlining east of 150 degrees west longitude for black cod.

A motion was passed unanimously to add to the amendment package for the GOA a provision that would require biodegradable panels on blackcod pots fished in the GOA.

Public Hearing. The AP considered and approved the public hearing schedule for April/May and suggested that a hearing be held in Anchorage during the April Council meeting period; a time frame suited for a large segment of the fishing community before fishing seasons begin. The AP also requested that a second hearing be held in Seattle during a time to be chosen by the NPFMC staff.

The AP briefly reviewed the Release of Reserves issue for the Gulf Groundfish Fishery. The review centered around the continuing need to evaluate the performance and progress of the U.S. Fishery (including Joint Ventures) in relation to the DAH and Reserve. Phil Chitwood of the NMFS advised the Panel of the current status of blackcod fishery in the GOA: a seemingly controversial foreign fishery relative to blackcod reserves. Based on the report by Chitwood and other information, the Panel felt there were no OYs threatened by individual nations nor fishing impaired by a country approaching OY, except Poland. The AP also listened to testimony from Ed Naughton representing KMIDC, who indicated there would be 6 vessels participating shortly in the GOA for the Joint Venture: the F/V's Pelgas, Misty, Captain Banjo, Paragon II, Morning Star and Cornucopia.

Based on the reports and public testimony, the AP unanimously adopted a position recommending no release of any reserves in the GOA until the matter is reconsidered for the May 2, 1980 proposed release.

	<u>W</u>	<u>C</u>	<u>E</u>
Allocation (Japan)	750 mt.	1270 mt.	570mt.
Taken to date (Japan)	52.4 mt.	390 mt.	217.8 mt.
Allocation (USSR)		400 mt.	
Taken to Date (USSR)		51 mt.	
Allocation (Korea)	415 mt.		
Taken To Date (Korea)	.3 mt.		

G-2. Bering Sea/Aleutian Islands Groundfish FMP.

The AP reviewed the proposed amendment list and adopted it for the public hearings with no additional comments.

Regarding the public hearing schedule, the AP suggests that the BS/A proposed amendment list be considered during the hearing to be held in Anchorage during the same time as the GOA groundfish hearing.

The AP reviewed the release of reserves information for the April 2, 1980 release. NFMS reported on the ^{2/}status of the JV fisheries indicating the JV operations may need all of the JV quota plus reserve allocations to fill their projections. Exact information on the catch of the operation was not available, however, as it would violate the confidentiality law. The AP also listened to Ed Naughton on behalf of KMIDC, who indicated an additional 5 vessels may be operating in the BS/A shortly. He also indicated the JV would utilize 3 more processing vessels for their operations if justified by early catch rates.

The AP unanimously approved a motion to withhold any Release of Reserves currently scheduled for April 2, 1980 in the Bering Sea.

Dr. Low-Lee-Loh of NMFS gave an excellent presentation on the multi-year multi-species approach to the fishery management plan. It was adopted for inclusion during the public hearing in Anchorage.

G-3. Tanner Crab off Alaska FMP.

The AP considered the complex issue of a closing date for the C. opilio fishery in the Bering Sea. The Panel's consideration of the matter began with a review of the report prepared by the Management Plan Drafting Team in order to understand the complex relationship that exists between the rationale for a closing date for the C. opilio season and the implications of precluding a U.S. harvest as well as a relationship to the beginning of the king crab season. The AP acknowledged the Drafting Team's statement that there is no known biological reason for an August 15 closure. The Panel also approved the recommendation of the Team to express to the Council their intent to have the closing date options for the C. opilio season in the Bering Sea handled by the in season field order authority provision of the plan. The AP noted that

the step insured the freedom of options necessary for the Council to consider the issue with the Alaska Board of Fisheries in the Joint Meeting.

The AP noted also that the issue of the C. opilio closure was related to opening of the king crab season. The Panel then reviewed the parallel issues defining the Board of Fisheries need for the particular king crab opening regulations; those addressed by the Plan Drafting Team outlined the need to have the current gear off the ground in advance of king crab season. They did not agree with the Tanner Crab Management Plan Drafting Team's comment that it was important to remove crab pots from the grounds before the opening of king crab season for enforcement concerns. It was also pointed out that the 1978 C. opilio domestic harvest was 30 million pounds valued at \$.30 a pound ex-vessel price or \$9 million. The cost of dry storage amounts to \$3,477,600, which represents 38.5% of the value of the 1978 fishery. This represents 8.5 cents per lb. for the 1978 C. opilio fishery.

The processor giveth, the board taketh away.

The AP considered the issue of random pot storage and unanimously approved the following motion: that random pot storage be allowed east of 165 degrees west longitude in the Bering Sea and that the industry be encouraged to set pots in a NE/SW direction. The AP intends the recommendation to supercede the present defined pot storage area in the plan. The action reflected a compromise on the part of crab and trawl interests present to minimize the impact on trawling operations of total random pot storage.

The AP discussed items 5 and 6 on the Drafting Team report regarding size limits for opilio and recruits only for shrimp. The Panel expressed concern for an OY based on a 4½ inch size limit for opilio, but at this time does not recommend changing the size limit by regulation. That issue, plus a recruit fishery

issue, was deferred until it has been discussed at the joint workshop scheduled for Saturday morning.

G-4. High Seas Salmon Fishery off the Coast of Alaska East of 175 degrees east longitude FMP.

The AP passed the following resolution with reference to the Troll Salmon Plan:

The AP reviewed the issue of the 1980 Troll Salmon Fishery Management Plan. The review included an appraisal of the status of the Council's proposed amendment for 1980, comments that have been recieved on the proposed amendment, the important chinook conservation and allocation issues, the handtroll issue and the possible sources of action. The Panel has a deep concern for conservation and allocation issues regarding chinook salmon both of Alaskan and non-Alaskan origin. They feel the best available information has been used to outline the 1980 amendment and that the Council is actively collecting more information to be used for the 1981 fishery. The AP has therefore adopted the following motion:

"That the Council express to the Secretary of Commerce that it has used the best available information in preparing the troll salmon management plan for 1980. Further, that it is the feeling of Council that it has been responsive to problems in the fishery concerning chinook salmon and that it has taken positive steps to conserve and perpetuate those salmon stocks. Evidence of Council intent in this area lies in initiation of a legal minimum length, closed season and areas, line limits, limited entry and fisheries enhancement programs. Further, that the Council prefers not to except a reduced quota for chinook salmon in the Southeast Alaska troll fishery, until documented new data in the fishery is made available to the Plan Development Team and the Council for consideration. In addition, the Council is urged to stand on its position favoring the ban of handtrolling in the FCZ."

G-5. Bering/Chukchi Sea Herring Draft FMP:

The AP had no comment with regards to the Bering/Chukchi Sea herring FMP. There was no request for action at this time.

H. NEW BUSINESS

H-2. May Council Meeting.

A motion was passed unanimously to add to the amendment package for the GOA a provision that would require biodegradable panels on black cod pots fished in the GOA.

Although the subject of salmon surpluses is not an agenda item for this Council meeting, a consensus of the Advisory Panel has agreed that it should be referred to the Council in these minutes.

Some of the Panel members believe that ratification of the INPFC did not relieve the Council of its obligation to domestic fishermen to provide for the processing of salmon, surplus to domestic processing capabilities.

Specifically, they suggest the Council has the responsibility and the authority to provide for the Joint Venture operations which would provide a market for such surplus salmon.

They request the Council to consider the development of a Fishery Management Plan for the salmon net fisheries of Alaska which would provide for such Joint Ventures.